services,¹² both with circuit switches (a direct substitute for ILEC unbundled switching) and with VoIP (which makes circuit switching unnecessary). Such services are already available to more than 12 million of the 32 million households in Verizon's service territories.

- Carriers such as Vonage and AT&T are actively promoting voice communications using VoIP over customers' cable modem or DSL connections.
 Again, ILEC circuit switching is totally unnecessary to these offerings.
- Despite the dampening effect of aggressively attractive Commission-set UNE-P rates on investment by facilities-based CLECs (other than cable television carriers), CLECs have installed circuit switches that can reach customers throughout Verizon's metropolitan areas, and can now reach the large majority of Verizon's access lines in this way.¹³
- In addition to cable telephony, VoIP, and CLEC-supplied switches, wireless offerings increasingly compete directly with traditional wireline. While there is very little growth in wireline access lines overall and ILEC lines are declining at around 4 percent annually, wireless voice subscribership continues to grow.

 More important, an increasing percentage of local and long distance calling is

Verizon states that cable modem service is now available to at least 87 percent of U.S. households. See UNE Fact Report 2004, submitted by BellSouth, Qwest, SBC, and Verizon, WC-Docket 04-313, at A-2 (October 2004) ("UNE Fact Report 2004").

¹³ Verizon reports that CLEC switches are being used to serve customers in wire centers that account for at least 86 percent of all BOC switched access lines. *UNE Fact Report 2004* at II-37.

made on wireless phones, and more and more customers view wireless as their primary phones, some of them having dropped wireline service altogether. ¹⁴

9. The evidence assembled by Verizon clearly demonstrates that intermodal entry offers consumers the benefits of vigorous price competition. Cable television carriers and others using VoIP are offering some of the most attractive packages of voice communications services.¹⁵ Of course, there is nothing new about the importance of competition as a source of price and product innovation, and the dynamic competition it promotes. competition is, almost by definition, "intermodal." In exemplifying this historical axiom, telecommunications has over the last decade had an experience very much like transportation, but really more intense. The most prominent promoters of trucking regulation, culminating in the Motor Carriers Act of 1935, were the railroads, which hoped in this way to curb the intense competition they had been encountering from those upstarts—competition that had been playing havoc with their highly differentiated rate structures, developed over the preceding half century. Correspondingly, the sudden and almost total deregulation of both surface and air transport, the virtual simultaneity of which—in the short span of 1975-1980—was far from coincidental, unleashed ubiquitous competition—of railroads with barges and trucking companies, of Federal Express—whose mode of operations would have been simply impossible under the previous regulatory regime—with United Parcel Service, of air with railroad passenger service, and now, in telecommunications, of email with both the Post Office and telephone-based facsimile

Verizon reports that, since the *Triennial Review*, the percentage of users who have given up wireline service for wireless service has grown from 3-5 percent to 7-8 percent. UNE Fact Report 2004 at II-28.

¹⁵ Verizon reports that packages offered by VoIP providers are typically priced 30 percent to 40 percent below comparable circuit-switched offerings. *Id.* at II-15.

service. None of that could have happened as rapidly or pervasively under continued regulation.

10. If a particular network element no longer satisfies the impairment standard of the Telecommunications Act, more strictly defined in compliance with the dictates of both the Circuit and Supreme Courts, it does not mean that wholesale markets for such components will fail to emerge. (Of course, the fact that some of these wholesale markets have already emerged is the reason those components no longer meet that impairment standard.) To the contrary, it is likely that an efficient amount of unbundling on the part of all facilities-based carriers (ILECs and CLECs alike) will develop without FCC compulsion. The economies of scale in the provision of many of their inputs gives those companies an incentive to offer them to other carriers, even if they are under no legal obligation to do so. The ILECs are in any event losing both customers and calling volumes to intermodal competitors. In these circumstances, while an incumbent would presumably prefer to keep the end user as its own customer and collect the resulting retail revenues, it clearly would rather collect the revenue generated by retaining the wholesale business than forfeit it entirely because the traffic ends up on the facilities of an intermodal competitor. As a result, once liberated from the artificial below-cost TELRIC-based rates, incumbents and CLECs alike would have an incentive to make mutually beneficial, voluntary wholesale arrangements at compensatory rates. Indeed, as Winston—author of the most comprehensive analyses of the effects of deregulation in the transportation industries—has observed, firms in the transportation industries, in contrast with the contentious experience in telecommunications under

- regulation, have long been able to negotiate interconnection and other such mutually beneficial wholesale arrangements among themselves.¹⁶
- 11. Similar voluntary arrangements have been successfully negotiated in telecommunications as well since (and encouraged by) the Court's *USTA II* decision. For example, on August 25, 2004, Verizon announced execution of a commercial agreement with Granite Telecommunications that will replace existing UNE-P arrangements serving mass market (including small business) customers. ¹⁷ Likewise, Qwest and MCI and SBC and Sage have apparently entered into comprehensive wholesale agreements. ¹⁸
- 12. Verizon's evidence also demonstrates widespread competition for high-capacity transport services throughout its major metropolitan markets.¹⁹ While the concentration of traffic in areas such as downtown districts has for years provided opportunities for facilities-based competitive entry,²⁰ as we have already observed, competitors can and do extend their reach throughout such areas also by availing themselves of ILEC special access services, rather than relying on UNEs. As the D.C. Circuit admonished in *USTA II*, when competition already prevails under such circumstances,²¹ competitors cannot be considered to be

¹⁶ Clifford Winston, "U.S. Industry Adjustment to Economic Deregulation," *The Journal of Economic Perspectives*, Vol. 12, No. 3 (Summer 1998), p. 105.

¹⁷ See Verizon Press Release, Verizon and Granite Sign Commercial Agreement for Wholesale Services, Aug. 25, 2004.

See MCI Press Release, MCI and Qwest Reach Commercial Agreement for Wholesale Service, May 31, 2004;
SBC Press Release, SBC, Sage Telecom Reach Wholesale Telecom Services Agreement, April 3, 2004.

¹⁹ UNE Fact Report 2004 at III-1 to III-40.

Verizon reports that more than 80 percent of its special access revenue is concentrated in approximately 12 percent of its wire centers, and that facilities-based competitors deploy high capacity facilities in a majority of them. UNE Fact Report 2004 at III-8. Indeed, the original local exchange competitors, such as Teleport, entered such markets to take advantage of such opportunities.

²¹ For example, the Court pointed out that the wireless industry has flourished under circumstances in which it uses special access to interconnect with ILEC networks, clearly demonstrating that it has not been impaired by the lack of access to UNEs.

- "impaired" simply because they lack the additional advantage of obtaining ILEC facilities they already use at the even more attractive TELRIC prices.
- 13. Assessing whether or not it is economic for competitors to deploy facilities goes well beyond merely observing their current presence or absence. Rather, in a process similar to the one this Commission employs in assessing whether markets are sufficiently competitive to grant incumbent suppliers nondominant status, it is necessary also to determine whether competitors could economically expand their facilities—that is, whether their elasticity of supply is sufficient to constrain the incumbent's prices. Therefore, consistently with the D.C. Circuit's conclusion in USTA II, the geographic scope of competitive high capacity facilities extends well beyond the individual routes currently served. In particular, the areas in which competitive supply should be considered to be economic would include (1) ones into which it is economic for existing competitors to expand and (2) areas that are substantially similar to ones being served by CLECs elsewhere. Therefore, any snapshot of competitive high capacity services (facilities-based augmented by special access) actually being offered will provide a conservative measure of the geographic scope of the markets in which impairment could no longer be possible.

GEOGRAPHIC MARKETS FOR ASSESSING IMPAIRMENT

14. The impairment question is whether or not competitors can operate economically in the telecommunications markets they seek to enter without using certain ILEC UNEs, supplied at TELRIC rates. The information presented by Verizon demonstrates that in assessing impairment for high capacity network elements, the geographic scope of the relevant markets is at least as large as a metropolitan statistical area (MSA). The FCC has already

used this same market definition in cases involving requests for flexible pricing of high capacity services:

We will grant pricing flexibility relief for both Phase I and Phase II on an MSA basis. We agree with those commenters that maintain that MSAs best reflect the scope of competitive entry, and therefore are a logical basis for measuring the extent of competition.²²

15. The same reasoning and recommendation applies to high-capacity transport UNEs. Contrary to the Commission's earlier determination that individual routes constitute the geographic scope of high capacity services markets, the scope of competitive entry is much wider, for several reasons.²³ First, a route-by-route (or location-by-location) definition fails to consider how the presence of competing facilities at nearby locations constrains prices over a wider area. In particular, as the FCC's own *Pricing Flexibility Order* recognized, the fact that customers of high capacity transport services are other carriers and large businesses gives them bargaining power in negotiating with even single incumbents.²⁴ Such customers often purchase services at multiple locations (both within and across MSAs) and would be likely to bargain for similar terms at all of them. Second, an overly

²² Fifth Report and Order and Further Notice of Proposed Rulemaking, In the Matter of Access Charge Reform, Price Cap Performance Review for Local Exchange Carriers, Interexchange Carrier Purchases of Switched Access Services Offered by Competitive Local Exchange Carriers, Petition of US WEST Communications, Inc. for Forbearance from Regulation as a Dominant Carrier in the Phoenix, Arizona MSA, 14 FCC Rcd 14221 ¶ 72 (1999) ("Pricing Flexibility Order"). We recommended the same geographic scope in our evaluation of high capacity competition:

A practical delineation of the geographic scope of the market for high capacity facilities from the supply side is the metropolitan area. New entrants often announce the availability of their services on this basis. In addition, this tends to be the area within which a provider can expand in a timely fashion to offer services to a growing number of locations.

Alfred E. Kahn and Timothy J. Tardiff, "Economic Evaluation of High Capacity Competition in Phoenix," prepared for filing with the FCC on behalf of US WEST Communications, at 5. Petition of US WEST Communications for Forbearance from Regulation as a Dominant Carrier in the Phoenix, Arizona MSA (August 14, 1998).

²³ These reasons would apply even if the D.C. Circuit had not required the FCC to take into account the availability of special access.

²⁴ Pricing Flexibility Order ¶ 142.

granular geographic scope ignores the ways in which suppliers enter an area and offer high-capacity services. As the FCC recognized in its procedures for granting price flexibility for special access services, competitors enter on an MSA basis and, therefore, as Verizon has demonstrated, significant competitive investment within the MSA constrains the ILEC from supracompetitive pricing throughout it. Third, considering each route or location as a separate market does not account for the possibility of firms expanding facilities on a basis other than building-by-building or route-by-route. Facilities-based competitors can and do expand into nearby locations (or routes) and/or, as the D.C. Circuit pointed out, enter areas similar to those in which competition is already occurring. Finally, the FCC's previous geographic market definition for transport services does not take into account the extraordinarily burdensome administrative costs of differentiating the mandatory availability of specific UNEs on a location-by-location basis. The FCC has itself acknowledged those difficulties when it declined to narrow the geographic scope for special access price flexibility to individual wire centers²⁶

16. In the absence of intermodal competition, the same reasoning and recommendation as the FCC adduced in broadening the scope of permissible flexible pricing (par. 14, above) also would apply to unbundled mass market switching. CLECs have entered and are serving customers with their own switches in areas that account for the large majority of ILEC lines in Verizon's major MSAs. The FCC's precedent of aggregating consumers with similar

²⁵ Pricing Flexibility Order ¶ 141.

²⁶ Pricing Flexibility Order ¶ 83.

choices into the same geographic market,²⁷ however, in conjunction with the emergence and proliferation of intermodal competitors, extends even farther the reach of the market in which firms competing against ILEC offerings operate. In particular, competitors offering VoIP services effectively extend similar choices to consumers almost ubiquitously. This outcome, in turn, implies the same national scope for assessing impairment for mass market switching that the FCC has repeatedly considered proper for defining the geographic scope of long-distance services.²⁸

17. This concludes our declaration.

²⁷ See, e.g., In re Applications of NYNEX Corporation Transferor, and Bell Atlantic Corporation Transferee, for Consent to Transfer Control of NYNEX Corporation and its Subsidiaries, File No. NSD-L-96-10, Memorandum Opinion and Order, ¶ 54 (rel. August 14, 1997).

²⁸ In the Matter of Motion of AT&T Corp. to be Reclassified as a Non-Dominant Carrier, Order (released October 23, 1995).

I declare under penalty of perjury under the laws of the United States of America that the foregoing is true and correct.

Executed on October 2.2004

lfred Kahn

I declare under penalty of perjury under the laws of the United States of America that the foregoing is true and correct.

Executed on October 2, 2004

Timothy Tardiff

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DECLARATION OF ALFRED E. KAHN AND TIMOTHY J. TARDIFF

EXHIBIT 1

ALFRED E. KAHN

BUSINESS ADDRESS:

308 North Cayuga Street Ithaca, New York 14850

Tel: (607) 277-3007 Fax: (607) 277-1581

E-mail: alfred.kahn@nera.com

Professor Kahn is the Robert Julius Thorne Professor of Political Economy, Emeritus, at Cornell University and a Special Consultant to NERA.

He has been Chairman of the New York Public Service Commission; Chairman of the Civil Aeronautics Board; and Advisor to the President (Carter) on Inflation and Chairman of the Council on Wage and Price Stability.

Professor Kahn received his Bachelor's (summa cum laude) and Master's degrees from New York University and a Doctorate in Economics from Yale University. Following service in the Army, he served as Chairman of the Department of Economics at Ripon College, Wisconsin. He moved to the Department of Economics at Cornell University, where he remained until he took leave to assume the Chairmanship of the New York Public Service Commission. During his tenure at Cornell, Professor Kahn served as Chairman of the Department of Economics, member of the Board of Trustees of the University and Dean of the College of Arts and Sciences.

Throughout his career, Professor Kahn has served on a variety of public and private boards and commissions including: the Attorney General's National Committee to Study the Antitrust Laws; the senior staff of the President's Council of Economic Advisors; the Economic Advisory Council of American Telephone & Telegraph Company; the National Academy of Sciences Advisory Review Committee on Sulfur Dioxide Emissions; the Environmental Advisory Committee of the Federal Energy Administration; the Public Advisory Board of the Electric Power Research Institute; the Board of Directors of the New York State Energy Research and Development Authority; the Executive Committee of the National Association of Regulatory Utility Commissioners; the National Commission for Review of Antitrust Laws and Procedures; the New York State Council on Fiscal and Economic Priorities; the Governor of New York's Fact-Finding Panel on Long Island Lighting Company's Nuclear Power Plant at Shoreham, L.I.; the Governor of New York's Advisory Committee on Public Power for Long Island; the National Governing Board of Common Cause; in 1990, as Chairman of the International Institute for Applied Systems Analysis Advisory Committee on Price Reform and Competition in the USSR; in 1999, Member of the National Academy of Sciences, National Research Council/Transportation Research Board Committee for a Study of Competition in the U.S. Airline Industry; and in 2000, Chair of the Blue Ribbon Panel to Study Pricing in the California Electricity Market.

He has also served as a court-appointed expert in State of New York v. Kraft General Foods, Inc., et al., U.S. District Court, S.D.N.Y.; Advisor to New York Governor Carey on Telecommunications Policy; and as a consultant to the Attorneys General of New York, Pennsylvania and Illinois, the Ford Foundation, the National Commission on Food Marketing, Federal Trade Commission, Antitrust Division of the Department of Justice, the U.S. Department of Agriculture and the City of Denver on charging and financing of Stapleton Airport.

He has received L.L.D. honorary degrees from Colby College, Ripon College, Northwestern University, the University of Massachusetts and Colgate University, and an honorary D.H.L. from the State University of New York, Albany; he also received the Distinguished Transportation Research Award of the Transportation Board Forum, The Alumni Achievement Award of New York University, the award of the American Economic Association's Transportation and Public Utilities Group for Outstanding Contributions to Scholarship, The Henry Edward Salzberg Honorary Award from Syracuse University for Outstanding Achievement in the Field of Transportation, the Burton Gordon Feldman Award for Distinguished Public Service from Brandeis University, the Wilbur Cross Medal for outstanding achievement (Yale University), The 1997 L. Welch Pogue Award For Lifetime Contributions to Aviation, the 1997 Sovereign Fund Award Honoring Vision, Commitment and Achievement in the Pursuit of Individual Freedom, and the J. Rhoads Foster Award for achievements in economic regulation; and was elected to membership in the American Academy of Arts and Sciences and Vice President of the American Economic Association. He was for 15 years a regular commentator on PBS's "The Nightly Business Report."

He has testified before many U.S. Senate and House Committees, the Federal Power Commission, the Federal Energy Regulatory Commission and numerous state regulatory bodies.

Professor Kahn's publications include Whom the Gods Would Destroy, or How Not to Deregulate; Letting Go: Deregulating the Process of Deregulation; Great Britain in the World Economy; Fair Competition: The Law and Economics of Antitrust Policy (co-authored); Integration and Competition in the Petroleum Industry (co-authored); and The Economics of Regulation. He has written numerous articles which have appeared in The American Economic Review, The Quarterly Journal of Economics, The Journal of Political Economy, Harvard Law Review, Yale Journal on Regulation, Yale Law Journal, Fortune, The Antitrust Bulletin and The Economist, among others.

EDUCATION:

YALE UNIVERSITY Ph.D., Economics, 1942

UNIVERSITY OF MISSOURI Graduate Study, 1937-1938

NEW YORK UNIVERSITY M.A., Economics, 1937

A.B. (summa cum laude), Economics, 1936

EMPLOYMENT:		
1961-1974	NATIONAL ECONOMIC RESEARCH ASSOCIATES, INC.	
1980-	Special Consultant	
1947-1989	CORNELL UNIVERSITY Assistant Professor; Associate Professor; Robert Julius Thorne Professor of Economics; Robert Julius Thorne Professor of Political Economy, Emeritus, 1989-; Chairman, Department of Economics; Dean, College of Arts and Sciences; on leave 1974-80.	
Spring 1989	NEW YORK UNIVERSITY SCHOOL OF LAW Visiting Meyer Professor of Law	
	UNITED STATES GOVERNMENT	
1978-1980	Advisor on Inflation to President Carter	
1978-1980 1977-1978	Chairman, Council on Wage and Price Stability Chairman, Civil Aeronautics Board	
1955-1957	Senior Staff, Council of Economic Advisors to the President	
1943	U.S. Army, Private	
1943	War Production Board	
1942	Associate Economist, International Economics Unit, Bureau of Foreign and Domestic Commerce, Department of Commerce	
1941-1942	Associate Economist, Antitrust Division, U.S. Department of Justice	
1974-1977	NEW YORK STATE PUBLIC SERVICE COMMISSION Chairman	
	BROOKINGS INSTITUTION	
1940,		
1950-1951	Staff Economist	
1945-1947	RIPON COLLEGE Assistant Professor, Chairman, Department of Economics	
1944-1945	TWENTIETH CENTURY FUND Research Economist	
1943-1944	COMMISSION ON PALESTINE SURVEYS Economist	
	UNIVERSITY OF MISSOURI	

1937-1938 Teaching Assistant

CONSULTANCIES AND PROFESSIONAL ACTIVITIES:

1994-1995	Antitrust Division, U.S. Department of Justice, on the application of Ameritech
	for waivers of the interexchange restrictions in the AT&T Modified Final
	Judgment
1994	American Airlines on code-sharing
1993-1994	Court-appointed expert in State of New York v. Kraft General Foods, Inc., et al.,
	U.S. District Court, S.D.N.Y.
1992	New Zealand Telecom on the progress of competition in New Zealand
	telecommunications
1992	Rochester Telephone Company on corporate restructuring and deregulation
1992	Russian Government on economic reform
1991	British Mercury on terms of competition with British Telecom
1989	City of Denver on charging and financing of Stapleton Airport
1988-1990	Attorneys General, New York and Pennsylvania, on airline mergers
1985	Attorney General, State of Illinois, on Illinois Bell rates
1981-1984	City of Long Beach, California, the Coca-Cola Company and American Airlines
	on antitrust litigation
1981-1997	Economic commentary, Nightly Business Report (PBS)
1980-1982	Advisor to Governor Carey on Telecommunications Policy
1968	Ford Foundation
1966	National Commission on Food Marketing
1965,1974	Federal Trade Commission
1963-1964	Antitrust Division, Department of Justice
1960-1961	U.S. Department of Agriculture
1957 -19 61	Boni Watkins, Jason & Co.
See also the list of testimony below.	

MEMBERSHIPS:

2000	Chairman, Blue Ribbon Panel to Study Pricing in the California Electricity Market
1998-1999	Member, Committee for a Study of Competition in the U.S. Airline Industry, National Research Council/Transportation Research Board, National Academy of Sciences
1992-1994	Member, New York State Telecommunications Exchange
1992-1993	Member, Ohio Blue Ribbon Panel on Telecommunications Regulation
1991-	Board of Editors, Review of Industrial Organization
1990-1992	Chairman, International Institute for Applied Systems Analysis Advisory Committee on Price Reform and Competition in the USSR
1986	Governor Cuomo's Advisory Panel on public power for Long Island
1983-1989	Governor Cuomo's Fact-finding Panel on Long Island Lighting Company's
	Nuclear Power Plant at Shoreham, L.I.
1983-1990	New York State Council on Fiscal and Economic Priorities

1982-	The American Heritage Dictionary Usage Panel		
1982-1985	Governing Board, Common Cause		
1980-1986	Director, New York Airlines		
1978-1979	National Commission for the Review of Antitrust Laws and Procedures		
1975-1977	Project Committee, Electric Utility Rate Design Study, Electric Power Research Institute		
1974-1975	National Academy of Science Review Commission on Sulfur Oxide Emissions		
1974-1977	Public Advisory Board, Electric Power Research Institute		
1974-1977	Environmental Advisory Committee, Federal Energy Administration		
1974-1977	Executive Committee, National Association of Regulatory Utility		
	Commissioners, and Chairman, Committee on Electric Energy		
1968-1974	Economic Advisory Board, American Telephone & Telegraph Corporation		
1965-1967	Economic Advisory Committee, U.S. Chamber of Commerce		
1967-1969	Chairman, Tompkins County Economic Opportunity Corporation		
1964-1969	Board of Trustees, Cornell University		
1961-1964	Board of Editors, American Economic Review		
1953-1955	Attorney General's National Committee to Study the Antitrust Laws		

HONORS AND AWARDS:

Apr1999J. Rhoads Foster Award for achievements in economic regulationJan1998Recipient of the 1997 Sovereign Fund Award "Honoring Vision, Commitment and Achievement in the Pursuit of Individual Freedom"Dec1997The 1997 L. Welch Pogue Award For Lifetime Contributions to AviationMay1995Wilbur Cross Medal for outstanding achievement, Yale UniversityMar1989Burton Gordon Feldman Award for Distinguished Public Service, Gordon Public Policy Center, Brandeis UniversityFeb1989Distinguished Service Award, Public Utility Research Center, University of FloridaNov1988International Film and TV Festival of New York, Bronze Medal presented to The Nightly Business Report/WPBT2 for Editorial/Opinion Series written by Alfred E. KahnApr1986Harry E. Salzberg 1986 Honorary Medallion for outstanding achievement in the field of transportationOct1984Distinguished Transportation Research Award of the Transportation Research Forum1981-1982Vice President, American Economic Association1978Richard T. Ely lecturer, American Economic Association, 19781978Rejection Scroll, International Association of Professional BureaucratsMay1985State University of New York (Albany), DHL (Hon.)May1980Ripon College, LL.D. (Hon.)May1980Ripon College, LL.D. (Hon.)May1979University of Massachusetts, LL.D. (Hon.)May1978Colby College, LL.D. (Hon.)Fellow of the American Academy of Arts and Sciences	Dec 1999	AEI-Brookings Joint Center for Regulatory Studies First Distinguished Lecturer
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May 1978 Colby College, LL.D. (Hon.) 1977- Fellow of the American Academy of Arts and Sciences	May 1980	Ripon College, LL.D. (Hon.)
1977- Fellow of the American Academy of Arts and Sciences	May 1979	University of Massachusetts, LL.D. (Hon.)
·	May 1978	
1976 Distinguished Alumni Award, New York University	1977-	Fellow of the American Academy of Arts and Sciences
·	1976	Distinguished Alumni Award, New York University

1976	American Economic Association, Section on Public Utilities and Transportation, citation for distinguished contributions
1954-1955	Fulbright Fellowship, Italy
1935-	Phi Beta Kappa
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